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INSTITUTE FOR URBAN SERVICE AIDES, A PROJECT OF GEORGETOWN UNIVERSITY UNDER TITLE I OF THE HIGHER EDUCATION ACT OF 1965.

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GEORGETOWN UNIVERSITY, THROUGH A GRANT FROM TITLE I OF THE HIGHER EDUCATION ACT, IS ESTABLISHING AN INSTITUTE FOR THE CONTINUING EDUCATION OF INDIVIDUALS OF LOW SOCIOECONOMIC STATUS, WHO WORK AS SUBPROFESSIONALS. THESE AIDES ARE CURRENTLY EMPLOYED IN PUBLIC AND PRIVATE SOCIAL INSTITUTIONS. THE GOALS OF THE PROGRAM INCLUDE PROVIDING A BROAD EDUCATIONAL EXPERIENCE, DEVELOPING PERMANENT AND NEW AIDE JOBS, AND PROMOTING JOB MOBILITY. THERE WILL BE A ONE-YEAR COURSE OF STUDY, FOUR HOURS A WEEK, SPLIT INTO TWO TWO-HOUR SESSIONS. BOTH THE AIDES AND THEIR EMPLOYERS FELT THAT THE MAIN EDUCATIONAL NEEDS OF THE AIDES WERE INDIVIDUAL GROWTH AND DEVELOPMENT, AND KNOWLEDGE OF THE URBAN SETTING AND GROUP FUNCTIONING. SOME ALSO SAW A NEED FOR REMEDIAL COURSES IN READING AND MATHEMATICS AND FOR INSTRUCTION IN RECORDING, NOTE TAKING, AND PUBLIC SPEAKING. IT IS HOPED THAT THESE AIDES WILL BECOME LEADERS, TRANSLATING NEIGHBORHOOD CONCERNS INTO EFFECTIVE ORGANIZATION AND EXPRESSION. (LY)

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THE INSTITUTE FOR URBAN SERVICE AIDES
A Project of
GEORGETOWN UNIVERSITY
under
TITLE I OF THE HIGHER EDUCATION ACT, 1965

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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February, 1967

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THE INSTITUTE FOR URBAN SERVICE AIDES

I. The Problem

Georgetown University, through a grant from Title I of the Higher Education Act is establishing an institute for the continuing education of urban service aides. Georgetown University hopes through this institute to help in part to solve the problem of an increasing manpower shortage in the broad field of social welfare by providing continuing education for the aide level of personnel in the human service area. As the social problems of metropolitan areas mount, agencies charged with dealing with these problems fall far short of meeting their obligations. In an attempt to find new ways of coping with their responsibilities, agencies have begun employing people from among the poor as assistants to the professional staff. Professionals can be relieved of some of their duties by the aides, and thus can make more efficient use of their special training. The aides, moreover, bring their own familiarity with the problems of the poor and thus another dimension to the agencies' staff. All agencies employing aides feel the need for providing a broad educational base for them, and it is in response to this need that the Institute for Urban Service Aides was conceived.

We are all familiar with descriptions of the escalating social problems of our country and our city. In the areas of housing, health, welfare, recreation, public safety, etc., problems are mounting. In the District of Columbia, according to the 1966 census, slightly more than 17% of all families (30,077) had an income of less than $3,000 per year. Of this figure, 68% of the families were receiving A.D.C. grants of less than $2,000 per year.

In 1966, according to U.S. Census definition of 1.01 persons per room as constituting overcrowding, there are in Washington 45,000 overcrowded housing units, and 25,000 housing units deteriorated beyond the point of rehabilitation.1/ The National Capital Housing Authority estimates that there are currently 43,000 families eligible for public housing, yet it projects a total of 11,000 housing units will be available by 1968.2/

Our school buildings are old and overcrowded. One sixth of the total elementary school population attends schools erected before 1900. Eighteen percent of these children are in classes with 36 or more children. Half of our students who enter high school do not complete high school. In 1961, 17% of women bearing children received no pre-natal care at all. At the Children's Center, operated by the Department of Public Welfare, 80 - 100 youths at any given time are ready to leave but have nowhere to go. In 1963, 2,965 children were committed to D.C. Institutions. Of these, approximately 1/3 were committed for delinquency, and 2/3 for dependency. Of these 25% were under three years of age.3/

1/Public Welfare Crisis in the Nation's Capital - National Association of Social Workers, 1962.
2/Community Renewal Program, D.C., Report to the D.C. Commissioners, 1966.
3/Washington Action for Youth, Board of Directors on Juvenile Delinquency, U.P.O., 1964.

These figures just begin to describe the magnitude of social problems found in the city of Washington. The metropolitan dimensions of these problems need to be emphasized to all city and suburban agencies. The many agencies, both public and private charged with responsibility for dealing with these problems have been searching for new, better ways of solving them. One of the areas that seems to offer hope is the restructuring of staff functions. There are simply not enough professional workers available now, or graduating from professional schools to begin to fill available jobs; a level of personnel needs to be developed other than that of the professionally trained worker.

In 1960 there were 105,000 persons employed in social welfare positions in the USA; in 1966, the number is estimated to be 125,000. The available pool of social work manpower with graduate professional education is less than 40,000 persons. Personnel needs are expected to increase substantially in every professional field. Chief occupational trends projected by the Department of Labor are: (1) Continuation through 1975 of relative rapid growth of white collar occupations, especially professional and technical ones. (2) Slower growth in blue collar occupations, with craftsmen experiencing most rapid gains; no increase at all in employment of laborers. (3) A further decline in numbers of farmers and farm laborers. (4) Faster than average growth in service worker employment. Since 1960 more than fifty pieces of Federal legislation

having impact on social work manpower demand have been enacted. Today an estimated 12,000 established positions for qualified social workers are unfilled. For programs in which agencies in the Department of Health, Education and Welfare are directly concerned, 100,000 more social workers with full professional education will be needed by 1970. (This is in addition to the anticipated increase of persons with baccalaureate level education who will enter social welfare.) For example, by 1970: (1) 95,000 social workers will be required in state and local public family welfare programs. About 1/3 of these should have completed two years or more of graduate professional education. (2) The 1,200 counties (out of 3,200) now having no child welfare workers should be staffed. (3) At least 11,000 more workers with graduate professional education will be needed to staff probation and treatment facilities for children adjudicated delinquent. (4) One specialist in social work services to the aging should be provided to each state and county, an addition of 3,200 professionally trained workers. (5) Educational authorities anticipate the need of an additional 17,000 qualified school social workers. (6) The 7,500 social workers employed in mental health centers in 1963 must be more than doubled.

Expanding services of voluntary agencies require more social workers. For example, the Family Service Association of America,

with affiliates in about 300 communities which currently employ 3,400 professional social workers, projects a need of 4,500 by 1970; and the Child Welfare League of America projects a need of 14,101 child welfare workers in voluntary agencies, an increase of 1,200 over 1965.[4/]

The experience of the anti-poverty programs, of the programs developed under the Office of Juvenile Delinquency, H.E.W., of programs under the Elementary and Secondary Education Act, Office of Education, H.E.W. among others, in the past few years has demonstrated the usefulness of employing residents of poor neighborhoods as aides in various social welfare services. This experience in successful use of poor people as auxiliary personnel, coupled with the shortage of professionals which we have just described, has led many agencies throughout the country to redefine professional jobs into functions that can be performed by people holding less than college and less than high school diplomas.

"The growing recognition of the variety of social tasks, the increasing possibility of defining tasks and identifying and developing social welfare content in educational programs below the master's level, the expansion and potential of in-service training-- all forecast improved social services. The recently

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4/ National Commission of Social Work Careers, 1965-1966 Fact Sheet See also Closing the Gap - U.S. Dept. H.E.W., Nov. 1965.

authorized 'two career lines' in the Bureau of Family Services, DHEW; and new and experimental staffing patterns in many voluntary agencies are attempts to foster this improvement, hold career interest of new recruits, and use appropriately the contributions of people with differing educational backgrounds."[5/]

In the field of education, as well as in the broad field of social welfare, the same attempt to redefine the role of teacher and use the talents of neighborhood aides as auxiliary personnel is being made. In New York State, excluding New York City, 68% of school districts are using school aides.[6/] In Washington, D.C., over 300 teachers aides are currently employed by the D.C. School System in a variety of classroom roles. In addition to the school system, other public agencies in the District of Columbia employ over 300 people as aides in providing service to people. The United Planning Planning Organization employs over 300 aides as neighborhood organizers alone, and voluntary social agencies under the Health and Welfare Council employ about 100.

With the growing acceptance of the aide category as a legitimate and useful job in the social welfare field, and the increasing employment in this category of low-income people with less than a high school diploma, there is a need for an educational

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5/National Commission on Social Work Careers, 1965-1966 Fact Sheet.
6/ Survey of Public School Aides, University of State of New York Bureau of School and Cultural Research, April, 1966.

program to help aides better understand the social and psychological forces contributing to the city's condition. There is currently no place in the District where an aide who does not qualify for college admission, or does not wish to enroll in college, can go to acquire a broad education related to his new career. In other areas of the country, universities have taken the leadership in developing educational programs for aides in human service. For example, Arizona State University, Tempe, Arizona, has a program for workers in Indian reservations. The University of Denver, Denver, Colorado, has a program to train poor people for non-professional jobs in public and private agencies. E. Carolina College, Greenville, North Carolina, is training poor people to work as aides in day care centers. New York University School of Education, is training teacher aides, as is Ball State University, Muncie, Indiana, University of South Florida in St. Petersburg and many others. The George Warren Brown School of Social Work at Washington University, St. Louis, is offering a one-year certificate to aides in community development. And very close to home, Essex Community College in Baltimore is offering an Associate Degree two-year program for social service assistants.

There is in the Washington metropolitan area, no long-range comprehensive training program, generic in its approach, related to the aides' level of interest, combining theory and practice, in existence now. The agencies employing aides feel this is greatly

needed but beyond their own internal training resources. The aides feel the need for further education and training and also wish to receive certification from a training facility which would be recognized by employing agencies and professional organizations. This recognition and certification would provide them with the possibility for job advancement and job mobility.

II. Project Description; Project Relationships.

Georgetown University, under Program II of Title I is charged with developing a project to meet the needs on the neighborhood level, for leaders who can both translate neighborhood concerns into city-wide efforts and city affairs into workable neighborhood programs for action and effective organization and expression. It seems apparent that the aides currently employed in the major public and private social institutions of this city are indeed leaders. They work in agencies vitally concerned with our city's major problems, i.e. housing, welfare, child care, recreation, health, etc., and thus are a valuable link between crucial institutions and the people who make up a major part of these institutions' clientele. As the aides grow in understanding their agencies and the nature of the underlying problems presented they can be more effective in carrying insights and ideas from agency to neighborhood and neighborhood to agency.

Georgetown University therefore is developing a program of continuing education for these human service aides. It explored with employing agencies and the aides themselves what their major training needs are and investigated what pertinent personnel and resources might be found in the areas'universities.

The aides and employers all seem to agree that the aides needed and were actively seeking some mechanism for continuing education. The areas described most often as needing attention were threefold:

1. Individual growth and development
2. Group functioning
3. The urban setting

In addition, remedial reading and math, recording and note taking, and public speaking were mentioned. Many of the agencies were very hopeful that if in-service training could be developed to their satisfaction and institutionalized under university sponsorship this might provide a way for the aides to move up in the career ladder within the agency, or have access to similar jobs in other agencies. An encouraging comment from many of the aides indicated a desire to expand their own learning regardless of rewards.

Every department contacted in the five Consortium universities plus D.C. Teachers College, expressed interest in the project and suggested staff and ideas which were helpful.

Community agencies, like the Health and Welfare Council and U.P.O., were helpful in providing data on numbers of aides employed and methods of education that might prove helpful. The personnel division of D.C. Government provided data on its member agencies' pattern of aide employment and made contact with personnel people within each agency.

An Advisory Board has been organized composed of representative of agencies employing aides, the aides themselves and faculty from the five area universities. (See Appendix A for list of members). At the first meeting the plan to establish an institute for human service aides was presented for discussion. The group agreed that such an institute was needed and indicated willingness to work on curriculum, admission standards and procedures. (See Appendix B for minutes of that meeting.)

A sub-committee was formed, again composed of agency supervisory staff, aides and faculty, which met weekly through January. This group agreed on goals for the institute. The primary goal was defined as the provision of a broad educational program for the aides which would help them perform better on their jobs and thus provide better service to the community. A second goal was defined as the development of permanent jobs, creation of new aide jobs and provision for job mobility, through the relationship between the institute and the employing and certifying agencies in the area.

The committee also worked on curriculum. For the first four months, it was recommended that the class center its attention on one of several possibilities. These were: urban society and its metropolitan dimensions; the family in the city, or an analysis of a problem facing one of the students on his job. Beginning with any of these problems, the students could then explore any of the areas that touch upon the problems, i.e. psychology, sociolog economics, government, law, etc.

It was suggested that a group of faculty from different disciplines could be interested in this new kind of class and would teach as a team, calling upon specialists as it seemed appropriate.

There was agreement that no minimum level of educational achievement be required but that each agency look among its aides to locate those who:

a. are motivated to participate
b. are open to new ideas
c. are performing well on their jobs
d. would be candidates for permanent position or advancement
e. are over eighteen
f. can read the newspaper

This sub-committee also developed procedures for admission:

1. Each agency will describe the Institute realistically to its aide group.

2. Those aides who are interested will form a group and rank each other as to their suitability to enter the Institute.

3. Supervisory staff will rank the aides who volunteer.

4. Both lists will be sent to Institute staff.

5. Institute staff will allocate a quota of students for each agency based on:

   a. size of aide staff

   b. commitment of agency to aide employment and advancement.

   c. willingness to release time to students for study.

6. Institute staff and personnel committee (composed of non-agency people) will make final selection where disagreement exists within agency or where an agency cannot make a determination among several good candidates.

7. Final selection will attempt to develop a balanced group in terms of age, sex, formal education, etc.

The Institute plans to begin the first class in early March with 25 - 30 students to enter upon a one-year course of study, four hours a week, in two classes of two hours each. In June and again in October it is planned to add an additional class, making the total of students to be included over the year approximately 75-90. The tentative curriculum will constantly be evaluated and changed as the course proceeds, through evaluation by the students and faculty, by a research member of the Institute staff, and an Advisory Board of agency supervisors. (See Appendix E for Research Design, Application Forms, etc.)

Georgetown University hopes to explore other sources of funds to expand the project. The Model Cities legislation will provide new jobs for many aides in the area of community planning, citizen education, tenant relocation, etc. and the Institute would hope to

be part of an effort to train these aides, through further allocation of funds from agencies such as H.U.D.

There are two current projects under Title I itself to which this Institute can relate. One is the project in Urban Careers, under the Washington Center for Metropolitan Studies which hopes to train BA graduates for the urban public service, and which parallels in many areas the Institute program with another level of personnel. The Institute has begun discussion on curriculum and teaching methods with the Director. Another Title I project is a program by Catholic University for the use of educational technology in the inner-city public schools. The Institute would like to explore the possible uses of educational technology for its students, and is discussing this possibility with the Catholic University project staff.

It is hoped that in the near future the Institute will be located permanently in the new Federal City College, offering a degree or certificate and open to any student who has a high school diploma, or can present evidence of satisfactory work experience in the human service field over a specified period of time.

At the end of January, the following agencies indicated their interest in sending employees to the Institute, granting them time off from work for study or class attendance: (See Appendix F for the Letters of Commitment.)

1. D.C. Schools, Model School Division
2. D.C. Recreation, Roving Leader Program

3. Area C Mental Health Center, D.C. Dept. of Public Health

4. Family and Child Services

5. National Area Day Care Association

6. UPO: Neighborhood Centers
Neighborhood Youth Development Program
Bon-a-Bond

If the Institute can demonstrate that residents of poor neighborhoods with little formal education can benefit from a college-level course which broadens their own intellectual understanding and increases their effectiveness on their jobs it will have made a substantial contribution to the community's educational framework. If it can demonstrate inter-disciplinary and inter-university cooperation, it will have made a contribution to furthering the concept of the Consortium. If it can demonstrate to the social agencies of the city the possibility of using aides as part of a permanent career ladder within the agencies it will have helped in solving in part a severe manpower shortage in the social welfare field, and in opening up new career lines for the poor. (See Appendix G for the Budget.)

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